



CITY OF ELIZABETHTON

136 S. Sycamore St • Elizabethton, TN 37643
(423) 547-6200 • www.elizabethton.org

R04-19-A-083

January 31, 2019

Ms. Barbara Alfano, Regional Brownfields Coordinator
Environmental Protection Agency Region 4
Atlanta Federal Center
61 Forsyth Street
Atlanta, Georgia 30303

Dear Ms. Alfano:

On behalf of the City of Elizabethton, please find enclosed our proposal for a 2019 Environmental Protection Agency Brownfields Community Wide Hazardous Substances Assessment Grant.

This project proposes to conduct environmental assessments on parcels formerly occupied by the Bemberg and North American Rayon Corporation (NARC) rayon manufacturing plants. These two plants were located adjacent to one another but since their shuttering in 1974 and 2000, respectively, various pieces of the properties have been subdivided and sold leaving in excess of 20 parcels. While some parcels have been successfully redeveloped for commercial, residential, and industrial uses, the site is unable to develop to its full potential due to the environmental uncertainties at the site and the unwillingness of developers to invest in a site that could require substantial environmental assessment work.

The former Bemberg and NARC sites are prominently located along Elizabethton's main transit thoroughfare and Watauga River and as such, receive high visibility and hold significant economic development potential. The city has recently enacted a TIF district encompassing the former plant sites and has developed a Master Plan for redeveloping the area. By conducting environmental assessments on the most promising parcels within this TIF district, the city can move one step closer to achieving the develop goals highlighted in the Master Plan and boosting the city's economic health.

1. Applicant Identification:

City of Elizabethton
136 S. Sycamore St
Elizabethton, TN 37643
DUNS # 048755946

The City of Elizabethton is a municipality eligible to receive funds as a General Purpose Unit of Local Government.

2. Funding Requested:

- a. Grant Type: Community Wide Assessment
- b. Federal Funds Requested: \$300,000 (no waiver requested)
- c. Contamination: Hazardous Substances

3. Location: These funds will serve the City of Elizabethton located in Carter County in the State of Tennessee.

4. **Not Applicable:** This grant is for a Community Wide Assessment.

5. **Contacts:**

- a. Project Directors: Jon Hartman, Planning & Economic Development Director
City of Elizabethton
136 S. Sycamore St.
Elizabethton, TN 37643
Phone (423) 542-1503
Email: jhartman@cityofelizabethton.org
- b. Chief Executive: Curt Alexander, Mayor
City of Elizabethton
136 S. Sycamore St.
Elizabethton, TN 37643
Phone (423) 542-1507
Email: Curt.Alexander@edwardjones.com

6. **Population:**

The population of the City of Elizabethton per the 2010 U.S. Census is 14,176.

7. **Other Factors Checklist**

Other Factors	Page #
Community population is 10,000 or less.	
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	
The priority brownfield site(s) is impacted by mine-scarred land.	
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	2-4
The priority site(s) is in a federally designated flood plain.	
The redevelopment of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or any energy efficiency improvement projects.	
30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield site(s) within the target area.	

Thank you for your consideration of this EPA Brownfields Assessment Grant Proposal. Should you have any questions or comments, please contact me at the above referenced number.

Sincerely,



Curt Alexander
Mayor, City of Elizabethton



TENNESSEE DEPARTMENT OF ENVIRONMENT & CONSERVATION

DIVISION OF REMEDIATION
WILLIAM R. SNODGRASS TENNESSEE TOWER
312 ROSA L. PARKS AVENUE, 14TH FLOOR
NASHVILLE, TENNESSEE 37243

January 22, 2019

Jon Hartman
Planning and Economic Development Director
City of Elizabethton
136 S. Sycamore St.
Elizabethton, TN 37643

Re: State Letter of Acknowledgement for the City of Elizabethton Brownfields Assessment Grant Application

Dear Mr. Hartman,

The Tennessee Department of Environment and Conservation (TDEC) is pleased to acknowledge your efforts to apply for a \$300,000 US Environmental Protection Agency (EPA) Brownfields Community Wide Assessment Grant for the City of Elizabethton.

Since many brownfields are abandoned, underutilized, and/or contaminated, TDEC is expressly interested in seeing cities in our state take the initiative to return these sites to productive uses. These efforts are consistent with our mission to enhance the quality of life for citizens of Tennessee and to be stewards of our natural environment. In cooperation with Region 4 EPA, the TDEC brownfields staff will provide technical support and oversight for your grant.

We greatly appreciate your efforts to address brownfields in Elizabethton!

Sincerely,

A handwritten signature in blue ink that reads "Paula Middlebrooks".

Paula Middlebrooks
State of Tennessee Brownfields Redevelopment Program
Tennessee Department of Environment and Conservation

1. Project Area Description and Plans for Revitalization

1.a Target Area and Brownfields

1.a.i. Background and Description of Target Area

The City of Elizabethton is the seat of Carter County surrounded by the Appalachian Mountains in northeast Tennessee. With a population of 13,796 (2017 ACS estimate) the city is part of the Johnson City Metropolitan Statistical Area and is located within the Tri-Cities region of Tennessee. Known as Tennessee's First Frontier, the land now occupied by Elizabethton was home to one of the first permanent settlements west of the Appalachian Mountains.

Although it was the county seat, Elizabethton remained a small unincorporated settlement through the end of the 19th century. The dawn of the 20th century brought incorporation, electrification, and finally, industrialization. American Bemberg, an affiliate of German-based Vereinigte Glanzstoff Fabriken (VGF) constructed a large manufacturing facility in the city in the mid 1920's, creating a thread similar to silk known as rayon.

In 1928, a second rayon manufacturing facility was opened by VGF adjacent to American Bemberg. This new facility was called American Glanzstoff (eventually becoming North American Rayon Corporation) and produced a similar product as the Bemberg plant but employing a different process. The number of employees at the two plants gradually increased throughout the 1920's and 1930's reaching a peak of 4,500 in 1939.

The decline in demand for rayon in the 1950's led to the plants' attempts to adapt to the changing market by shifting production to polyester and nylon. The gradual shift of textile production to overseas facilities, declining profitability of the plants, and a revolving door of owners, would eventually doom both plants. Bemberg was the first to succumb and closed its doors for the final time on February 16, 1974. North American Rayon Corporation would continue to press on but with only a fraction of the volume it once produced. The facility struggled through the 1990's employing a few hundred workers until a massive fire broke out at the plant on February 25, 2000. This event made news nationwide and would burn for almost a week before being contained. This proved to be the end of the North American Rayon Corporation plant with the remnants of the structure being demolished in the early 2000's.

Unfortunately, redevelopment has been severely limited due to contamination issues associated with the sites of the former plants. With the loss of manufacturing as a significant employer and the local economy relying increasingly on service sector jobs such as retail and hospitality, it is incumbent upon the city to do all it can to facilitate the redevelopment efforts of the rayon plant sites. The target area for this project is the footprint of the former rayon manufacturing plants along with ancillary land adjacent to the former plants that experienced potential negative environmental impacts during the plants' operation. This area is defined by a Tax Increment Financing (TIF) district that has been approved by the Elizabethton City Council. The area is bounded on the north by the Watauga River, on the south by commercial development front U.S. Highway 321/State Route 67 locally known as West Elk Avenue, on the west by Sycamore Shoals State Park and 121-bed Sycamore Shoals Hospital, and on the east by commercial and light industrial development. There are approximately 206 people living in 100 residential housing units within this district along with a medical practice, self-storage and auction facility, and an abandoned fish hatchery. The remainder of the district is a mixture of vegetated and non-vegetated brownfield.

1.a.ii. Description of the Priority Brownfield Sites

With the target area consisting of the TIF district approved by the City of Elizabethton, the brownfield sites within this target area include the structural remnants of the former Bemberg

plant and the concrete slabs that comprise the footprint of the former North American Rayon Corporation plant along with the remains of a former wastewater treatment plant and adjacent vegetated land that was used for solid waste disposal. Activities that were conducted on site include the unloading of raw materials used in the rayon manufacturing process, processing of those materials into finished product, disposal of solid waste in an onsite landfill, and treatment of liquid waste by an on-site wastewater treatment plant. It should be noted that the wastewater treatment facility was constructed well into the life of the rayon plants and significant contamination likely occurred prior to the facility's construction. Possible contaminants include asbestos, lead, mercury, and various caustic chemicals including carbon disulfide, chromium, acetone, and cresol.

The footprint and remains of the former rayon plants are priority sites not only because of the state of decay of the structures and the high likelihood of environmental contamination but also because this land has high redevelopment potential being along a highly trafficked corridor at the gateway to the city. While Elizabethton is located in a beautiful setting, the presence of decaying industry is of the first things visitors see when entering the city, making for a negative first impression. This can cloud the image of the city for visitors leading to challenges in everything from economic development to tourism. The redevelopment of this decaying site will pay future dividends when an industrial eyesore is not the first thing visitors to Elizabethton see.

The priority sites are adjacent to the Watauga River and front the river for a distance of approximately one mile. The Watauga River is designated a trophy trout stream and features some of the best fly-fishing in the eastern United States. The protection and promotion of this river is key to Elizabethton and the region's future as a hub for outdoor recreation. The presence of a brownfield adjacent to a pristine river not only projects a poor image, but also heightens the possibility of contamination due to runoff and seepage.

1.b. Revitalization of the Target Area

1.b.i. Redevelopment Strategy and Alignment with Revitalization Plans

Elizabethton already has the ball rolling on redevelopment plans for the priority sites consisting of the footprints of the two former rayon manufacturing plants. These sites are within a designated TIF district established to encourage redevelopment efforts, and the city commissioned the West Elk Master Plan of the entire target area in 2015 to help guide the city in their quest to recruit developers and shape the future of the rayon plant sites and their immediate surroundings. The redevelopment strategy hinges on mixed land uses that capitalize on the site's location adjacent to a trophy trout stream, state park, Elizabethton Linear Trail, and Tweetsie Trail (a rail-to-trail project connecting Elizabethton and Johnson City) in addition to a community hospital and Elizabethton High School. Per the 2015 Master Plan, the priority sites will consist primarily of high-density residential, a hotel with convention space, and recreational green space bordering the Watauga River. Tree-lined boulevards and an extension of the Erwin Linear Trail will pass through the sites.

The target area and immediate vicinity currently has a mix of uses that will continue into the priority sites once they are redeveloped. This includes retail, residential, medical, light industrial, and recreational. If Elizabethton is to successfully and sustainably transition from a manufacturing past to a diverse economy, it has to embrace and capitalize on existing assets such as world-class outdoor recreation opportunities. As proven by existing commercial and residential development within portions of the target area, the priority sites are in prime position to see redevelopment if the existing environmental unknowns can be mitigated.

1.b.ii. Outcomes and Benefits of Redevelopment Strategy

The proposed Phase I and Phase II assessments and community outreach meetings will provide the catalyst required to begin implementation of Elizabethton's 2015 TIF district West Elk Master Plan for redevelopment of the rayon plant sites. With the TIF district in place and an accompanying Master Plan, the primary hurdle standing in the way of redevelopment are the unknowns surrounding the probable environmental contamination of the sites. With that unknown being removed by conducting Phase I and Phase II assessments, developers will feel comfortable making an investment in the site.

The redevelopment of the priority sites is expected to adhere to the future uses described in the Master Plan. This calls for not just commercial and residential development, incorporating “green” building practices with a focus on renewable energy, but the creation of open recreation space along with the continuation of the Elizabethton Linear Trail through the sites connecting to the nearby Tweetsie Trail. These amenities will allow the sites' redevelopment to contribute to Elizabethton's desire to be a complete live, work, and play community.

Finally, a project in the preliminary planning stages that has the potential to provide a significant positive impact on the target area is the Surf Betsy Whitewater Park that would be constructed in the Watauga River adjacent to the priority sites. This would be one of the only whitewater parks in the eastern United States and would draw thousands of annual visitors from surrounding states. Should this park come to fruition, the priority sites are in prime location to take advantage of what is sure to be a major regional destination.

1.c. Strategy for Leveraging Resources

1.c.i. Resources Needed for Site Reuse

The environmental assessments conducted under the EPA Brownfields program will be the first step in a multi-faceted effort to redevelop the former rayon plant sites. Once Phase I and Phase II assessments are completed, application will be made to EPA for a cleanup grant to aid in remediation of the contaminants that are likely to be present. This will provide a shovel-ready site for the city to market to developers.

The commitment of developers to build on sites in the target area will open the door to several funding sources to aid in development, with the source of funding being dependent on the type of development that is to take place. The Appalachian Regional Commission provides funding for a wide range of economic development related projects ranging from utility infrastructure upgrades to workforce development. Some commercial/industrial development within the target area would provide the opportunity to utilize ARC funding to construct and/or upgrade utilities in the vicinity of the development. Commercial or industrial development would also potentially allow the use of grant funding from the Economic Development Administration to improve infrastructure to the site.

Recreational development in the way of multiuse trail construction within the target area will be pursued with funding through the Recreational Trails Program sponsored by the Tennessee Department of Environment and Conservation along with Transportation Alternatives funding through the Tennessee Department of Transportation.

Finally, should some priority sites redevelop as residential, local resources are available to incentivize construction of homes for low-to-moderate income homeowners. Eastern Eight Community Development Corporation funds the construction of new homes to benefit lower income individuals and families. Elizabethton would be open to a partnership with Eastern Eight CDC to allocate a portion of the priority sites to affordable family housing.

1.c.ii. Use of Existing Infrastructure

Redevelopment of the target area will allow for reuse of significant public infrastructure currently in place at the target area including electricity, water, sewer, and natural gas. The target area is located on four-lane U.S. Highway 321 with a direct connection to Interstate 26 only six miles to the west. With the existing infrastructure, both man-made and natural, at and near the target area, the potential for successful redevelopment is promising without requiring additional infrastructure to be installed.

2. Community Need and Community Engagement

2.a. Community Need

2.a.i. The Community's Need for Funding

The City of Elizabethton and Carter County lag behind the state and national averages on numerous economic indicators. The primary factor of concern are poverty rate (22.3%), per capita income (\$21,777), and median household income (\$33,584). All of these indicators are above (poverty) and below (income) state and national figures. It is also important to note that Elizabethton has a sizeable population over the age of 60 (29.7%) which has an effect on the local economy. All of these factors influence the financial capabilities of the local government. The high poverty rate and low income of the local population limits the amount of funding available from the local tax base. Therefore, Elizabethton must seek external funding in order to complete many community development projects.

Another factor that significantly hinders economic development in Elizabethton and Carter County is geography. Located in the Appalachian Mountains, there is limited availability of flat land suitable for economic development and there are the transportation issues associated with a location in mountainous terrain. Therefore, the future success of economic development efforts hinge on opportunities to repurpose disused land such as what is the subject of this grant application. (All figures are from 2017 ACS)

2.a.ii. Threats to Sensitive Populations

The primary welfare issues affecting the target area are safety concerns due to abandoned structures along with exposures to contamination and blight. While the physical structure of the NARC facility was demolished a number of years after the fire in 2000, portions of the Bemberg facility remain standing to this day. The target area is located on a heavily traveled thoroughfare that is the primary highway entrance to Elizabethton from neighboring Johnson City. While Elizabethton is located in a beautiful setting, the presence of decaying industry as one of the first things visitors see when entering the city makes for a negative first impression. The remains of the Bemberg plant are also located directly across Elk Avenue from Elizabethton High School providing a stark everyday reminder to schoolchildren of the city's former industrial might. The redevelopment of this site would provide an energetic spark to students who would see their city making a positive transition towards a more diverse economy, in addition to lessening the environmental impacts they are surrounded by daily.

The target area is littered with unknown hazardous substances, much of it hidden beneath the surface. This was never more apparent than on June 20, 2016 when construction crews struck an underground concrete vault containing an unknown chemical, which sparked a fire that burned for several days. Residents in a nearby apartment building, including children, minorities, and elderly persons, were evacuated as a precaution. The chemical is believed to be carbon disulfide, which was used, in the rayon manufacturing process at NARC.

From a safety standpoint, abandoned buildings attract adventure-seekers leading to the potential for injury and death due to the unstable nature of the crumbling structures, let alone the other environmental hazards. The target area is littered with hazards ranging from broken glass, to

discarded metal, to open pits. Being such a large site and its location in close proximity to populated areas and commercial development, the security of the site is difficult to achieve. The target area sees regular patrols by the Elizabethton Police Department but the sheer size of the area makes total exclusion impossible. The safety hazards present within the target area make the clearing and redevelopment of the area an even more pressing issue. The target area and the structures contained therein pose a risk to the city and surrounding region's population and create a liability issue for the numerous property owners who control land within the target area. According to the EPA, there are four reported toxic release sites located within the City of Elizabethton (epa.gov/toxics-release-inventory-tri-program). The releases are air releases consisting primarily of ammonia with small amounts of copper, nickel, and chromium. The latter two being known carcinogenic chemicals. All of these sites are located in close proximity to residential structures.

Another concern for the area is negative water quality along the Watauga River, which passes through the City of Elizabethton. The city discharges treated wastewater into the river and its collection system has experienced 12 overflows and/or bypasses during fiscal year 2017. These were wet weather events leading to bypasses at the treatment plant itself or overflows at various pump stations throughout the system. All overflows/bypasses feed into the Watauga River, which is also the primary source of drinking water for the City of Johnson City whose water intake is located approximately 6.5 miles downstream from the Elizabethton wastewater treatment plant.

Sycamore Shoals Community Hospital, a Ballad Heath facility, in Elizabethton conducted a Community Health Needs Assessment in 2015 to assess health needs in the city and surrounding Carter County. The assessment was completed via individual interviews and focus group meetings facilitated by Ballad's Strategic Planning Department. The overall health status of Carter County was rated as 4.7 on a scale of 1 – 10 with the most prevalent health priorities being obesity, tobacco use, diabetes, and substance abuse. Redevelopment plans for the target area include a focus on walkable, mixed-use development including open recreation space and multi-use trails, which will encourage a more active lifestyle and reverse the negative health trends seen in the community. Elizabethton is adversely affected by a combination of chronic health conditions, low educational attainment, and the low availability of higher paying jobs. The location of such a large Brownfield site within Elizabethton, a city of less than 14,000 people, raises environmental justice concerns as these marginalized populations also carry the burden of living in neighborhoods scarred by a site with largely unknown environmental impacts.

2.b. Community Engagement

2.b.i. Community Involvement

List of Project Partners		
Partner Name	Point of Contact (Name, Email and Phone)	Specific Role in the Project
Elizabethton City Schools	Dr. Corey Gardenhour; Director of Schools, 423-547-8000, corey.gardenhour@ecschoools.net	Elizabethton High School will act as a community meeting space. High school students will play an active role in providing input during the site-selection process.
Northeast TN Regional Economic	Mitch Miller; CEO, 423-202-3510, miller@NortheastTN.com	NETREP will assist in promoting the brownfield sites to potential developers

Partnership (NETREP)		after assessment and into the future for redevelopment.
Boone Watershed Partnership	Matt Dake; board president, info@boonewatershed.org	Boone Watershed Partnership will raise awareness of the ecological impact of the brownfield sites and the positive impact that redevelopment will have on the adjacent Watauga River.
Eastern Eight Community Development Corporation (CDC)	Sherry Trent; Executive Director, 423-232-2042, strent@e8cdc.org	Eastern Eight CDC will assist in the marketing and possible development of housing within the target area to aid in the area's redevelopment.

2.b.ii. Incorporating Community Input

Upon notification of the grant award, continual updates will be provided to City Council in the form of progress reports. Press releases will be issued to local newspapers to generate and maintain interest on a quarterly basis. Fact sheets discussing the project will be distributed to local supporting community organizations and to other agencies that serve city residents. Community organizations will be encouraged to reach out to their targeted community in the way that they deem most effective, (fliers at meetings, emails, or displaying information on public bulletin board or social media). The city will also conduct a concerted outreach program using print and social media to request involvement in the brownfields initiative. Public input will be vital in determining sites and prioritizing them for assessment. Public meetings will be held at Elizabethton High school located immediately adjacent to the target area. If clean-up/redevelopment planning is initiated, more intensive local involvement activities will be implemented, (public meetings to explain plans and solicit feedback). At the close of the project, the city will hold a final public meeting to notify the public of the successes/challenges faced during the project and request comments. English will be the primary language of communication, but translators, sign language interpreters, and translated documents will be made available as needed and/or upon request.

3. Task Descriptions, Cost Estimates, and Measuring Progress

3.a. Description of Tasks and Activities

The City of Elizabethton is requesting \$300,000 of Hazardous Substances funding and is ready to hit the ground running when the grant proposal is funded. While there are 28 sites within the designated community, the city has made an initial prioritization of sites and will use community and stakeholder input to further identify priority sites. Sites will be ranked based on a variety of factors such as site access, potential for redevelopment, and willing cooperation of the current property owner. The prioritization process will target sites that have strong potential for economic or community redevelopment, can improve the quality of life for nearby residents through cleanup and redevelopment, and sites with prospective purchasers or developers. The City of Elizabethton will address a minimum of 15 sites with this funding. Outputs for this project consist of 15 Phase I Assessments and 5 Phase II Assessments with these estimates generated by looking at sites most likely to contain significant contamination. Another output includes City of Elizabethton staff, with assistance from the First Tennessee Development District (FTDD), conducting a minimum of ten public meetings that include stakeholder representation, all taking place within the 3-year period of performance.

Task 1: Program Development and Compliance (\$13,000): The City of Elizabethton, with technical assistance from FTDD, plans to utilize funds in this category to coordinate the beginning stages of the community wide assessment grant. These funds will be used to develop a sub-committee for the grant, which will be responsible for consultant selection and project guidance. These funds will also be used to collaborate with partners to identify potential properties, developers, and provide direction to the overall project. These consulting and partnership meetings will be held at least on a quarterly basis, and more often as needed. Funds included in this project task will be used to attend local Brownfields meetings, complete all EPA compliance requirements, develop criteria for inventory ranking, develop work plans, and attend both the Brownfields grantee workshops and the annual National Brownfields Conference.

Task 2: Community Outreach and Education (\$9,000): The City of Elizabethton intends to be actively involved with the community for this project. The Brownfields program is not widely known or understood in the city, so time will be spent educating the city's population on the benefits of the Brownfields program. Funds in this category will provide for ten outreach meetings with residents to inform them of the program and the city's mission and goals during Phase I and Phase II assessments. The city intends to provide brochures and handouts (in all languages encountered) to local groups to provide information on the Brownfields program and to garner ideas for the local community. The city will advertise meetings in local newspapers, at City Hall, the Elizabethton/Carter County Library, the Senior Citizens Center, and other pertinent buildings where citizens frequent.

The City of Elizabethton Department of Planning and Economic Development, along with assistance from FTDD will funnel information to community organizations about the Brownfields project. As specific properties are selected for assessment, the city will approach local groups and community members to hold visioning sessions to determine a best future use of the property. The consultants, local officials, and Department of Planning and Economic Development will be available to provide information on the redevelopment potential the sites.

Task 3: Inventory and Site Selection (\$13,000): This category of funds will involve the City of Elizabethton Department of Planning and Development staff, FTDD staff, the project sub-committee, and the selected consultant. This group will work together to develop a comprehensive inventory of brownfield sites within the defined community. The City of Elizabethton has worked closely with the local Tennessee Department of Environment and Conservation field office and will continue to do so in order to develop a complete list of hazardous substance brownfield sites in the community.

Additionally, the committee will contact local leaders, communities, and economic developers in order to identify which properties have the greatest community or market interest. These potential sites will be reviewed and added to the inventory. Once an inventory is complete, the sub-committee will define scoring criteria in order to rank and prioritize the sites for assessments. The sites will be ranked based on redevelopment potential and financial feasibility. The highest ranking will then be selected for assessment.

Task 4: Phase I & II Assessments (\$246,000): This activity will involve personnel from the City of Elizabethton, FTDD and the selected consultant for the project. The city estimates. 15 Phase I Assessment to be completed by a consultant at a total cost of \$60,000 (\$4,000 each), 5 Phase II Assessments at a total cost of \$175,000 (\$35,000 each) for a total cost of \$235,000. Although the

priority area is large, it has been divided into many smaller parcels, thus our estimate for Phase II Assessment costs are based on small parcels of land. The remaining \$11,000 within this category will pay for consultant oversight by the City of Elizabethton and FTDD. Only sites that meet EPA requirements will be selected for grant-funded assessments.

If funds allow, sampling and testing may include waste characterization of materials discovered on site, ground water sampling, and soil gas surveys utilized for preliminary screening purposes. Phase II assessments will also include a survey of existent structures to identify asbestos or lead based paint presence. Additional environmental testing could be completed if funds are available.

Task 5: Redevelopment Planning (\$19,500): This activity will involve personnel from the Elizabethton Department of Planning and Economic Development, FTDD, the project sub-committee, the selected consultant, and the partnership members for the project. Since the ultimate goal of this project is to spur economic development, it will be essential to consider the end-use of the properties selected for environmental assessments. Upon completion of the Phase II Assessments, the potential reuse for the sites can be re-evaluated. FTDD will also help the city determine if cleanup grants would be appropriate to pursue and will assist in making redevelopment plans accordingly.

Elizabethton recognizes the importance of community involvement and engagement. Therefore, on sites being considered for remediation, the city will organize public meetings in order to identify the needs and wants of local residents. Based on the level of contamination, multiple alternatives for end use will be considered with meaningful input opportunities for the community. A remediation plan will be developed in order to protect human health and limit ecological exposure to achieve an acceptable level of risk.

3.b. Cost Estimates and Outputs

Budget Categories	Project Tasks (\$)						
	Program Development and Compliance	Community Outreach and Education	Inventory and Site Selection	Phase I Assessments	Phase II Assessments	Redevelopment Planning	Total
				Hazardous Substances			
Personnel¹	7,000	3,500	3,000	7,000	4,000	5,500	30,000
Travel	6,000						6,000
Supplies		3,500					3,500
Contractual		2,000	10,000	60,000 ³	175,000 ²	13,500	260,500
Total Budget	13,000	9,000	13,000	67,000	179,000	19,000	300,000

¹ Based on 500 hours at a rate of \$75 per hour

² 5 Phase II Assessments at \$35,000 each

³ 15 Phase I Assessments at \$4,000 each

The following are outputs for the City of Elizabethton's EPA Brownfields Assessment Grant:

- 15 Phase I Assessments will be completed
- 5 Phase II Assessments will be completed

- 10 Community outreach meetings will be held
- Outcomes will consist of:
- 15 parcels of land will have an improved opportunity for redevelopment
 - \$300,000 of EPA funding will have been invested in the community

3.c. Measuring Environmental Results

The City of Elizabethton will utilize the Assessment, Cleanup & Redevelopment Exchange System (ACRES) to track and record outputs and outcomes from this project. The Development District who have prior experience with the ACRES program will assist Elizabethton staff through this process. The Development District's extensive experience with output and outcome measurement will prove to be a great asset as the city progresses through the grant program. As mentioned in the budget, Elizabethton plans to conduct 15 Phase I assessments and 5 Phase II assessments, or until the funds are depleted. Additionally, ten community outreach meetings will be conducted. As the sites are selected for assessment, property profiles will be created in the ACRES system and those profiles will be updated as activity progresses. Each site will be listed individually and updated as assessments and additional outputs are achieved. The city will also track the sites to update ACRES as outcomes are realized, such as private investment, or jobs created.

Additionally, the city will prepare quarterly reports for the Brownfields assessment project which will be submitted to the assigned EPA project officer. These reports will include items such as activity completed during the previous quarter, minority businesses contracted, and anticipated activities for the next quarter. These quarterly reports will be used to update the project officer on measurable steps of progress in addition to the items listed in ACRES. Some of these measurable steps include the formation of a brownfields sub-committee, prioritization of sites for assessment, and acquisition of property access agreements. A spreadsheet will be used to track project progress and ensure milestones are being achieved in a timely manner as to not exceed the three-year performance period. The city will also monitor the budget closely to make sure spending is in line with activity and that the project stays within the allotted funds. This will assure EPA that the city is financially in line to meet the goals listed in the work plan and to accomplish the desired outputs and outcomes. Funds expended from outside of the Brownfields grant will be recorded in the ACRES system as leveraged funds.

4. Programmatic Capability and Past Performance

4.a. Programmatic Capability

4.a.i. Organizational Structure

The City of Elizabethton's Department of Planning and Economic Development supervised by Jon Hartman, Director of Planning and Economic Development, will spearhead this project. Mr. Hartman has over nine years of experience with the city and will develop a plan for carrying out the planning and administrative functions of the requested EPA Brownfields Assessment Grant. Deborah Kessler, Director of Finance will be responsible for overseeing all financial aspects of the grant including drawing down funds and providing payment to the environmental consultants. Ms. Kessler has over 20 years of experience in municipal finance. Assisting Ms. Kessler with grant finance will be Nikki Nidiffer, Assistant Finance Director.

4.a.ii. Acquiring Additional Resources

The City of Elizabethton will comply with all federal and state procurement requirements. The city will enlist the services of FTDD to assist with grant program management and an environmental consultant to perform inventory and site selection, Phase I and Phase II Assessments, and redevelopment planning. FTDD is a state planning district that assists local

communities with grant and planning services. A qualified environmental consultant will be procured via a competitive process weighing the qualifications of firms responding to an open Request for Qualifications (RFQ). An RFQ will be published in a regional newspaper, posted on the city's website, and mailed to several firms with which the city has prior experience. A committee will score statements of Qualifications that are received and the firm receiving the highest score will be selected to perform the required tasks at an agreed-upon price.

4.b. Past Performance and Accomplishments

4.b.i. Currently Has or Previously Received an EPA Brownfields Grant

The City of Elizabethton has never received an EPA Brownfields Grant.

4.b.ii. Has Not Received an EPA Brownfields Grant but has Received Other Federal or Non-Federal Assistance Agreements

While the City of Elizabethton has never received an EPA Brownfields grant, the city has been the successful recipient of numerous other grants related to infrastructure development. The city was most recently awarded a \$525,000 Community Development Block Grant (CDBG) from the US Department of Housing and Urban Development (HUD) awarded in 2018 for the replacement of water lines throughout the city to combat water loss. The HUD national objective of this project was to benefit low-to-moderate income (LMI) residents. The project is serving 8,285 persons including 4,496 LMI persons through the replacement of 4,445 linear feet of water line. The completion of this project will work towards reducing the city's water loss rate which currently stands at 55.9%. This project is currently in the design phase and has fulfilled all grant requirements to-date in regards to compliance with the work plan, schedule, and terms and conditions.

This 2018 CDBG came on the heels of the successful completion of a 2014 CDBG in the amount of \$450,000 awarded to the city for the replacement of water lines. The HUD national objective of this project was to benefit LMI residents. This project served 12,461 persons including 7,439 LMI persons through the replacement of over 10,000 linear feet of leaking water line along with the replacement of over 1,700 water meters. The city fulfilled all grant requirements in regards to compliance with the work plan, schedule, and terms and conditions.

Elizabethton was awarded a grant for \$257,735 in 2015 to construct safety enhancement for users of the Tweetsie Trail; a rails-to-trails facility linking Elizabethton with Johnson City. The project includes the construction of traffic-calming facilities at the trails crossing of G Street, and the installation of flashing warning signs at five roadway crossings in the city. This project is currently finishing the design phase and should proceed to construction within the next six months. To date, all grant requirements have been fulfilled in regards to compliance with the work plan, schedule, and terms and conditions.

In 2016, Elizabethton was awarded a federal/state partnership Local Parks and Recreation Fund (LPRF) grant for \$100,000 to construct a splash pad to compliment the city's existing swimming pool at the Joe Laporte Jr. Recreation Facility. The project involved the removal of an outdated children's pool and the construction of a 1,500 square foot splash pad. This project was completed in the summer of 2018. All grant requirements were fulfilled in regards to compliance with the work plan, schedule, and terms and conditions.

The City of Elizabethton has a long, successful track record of wisely investing grant funds into the community and completing projects in a timely manner while remaining in compliance with funding agency requirements. The city looks forward to the opportunity to invest EPA Brownfields Assessment Grant funds in the community to further the city's goal of becoming an economically vibrant location to live, work, and play.

City of Elizabethton Brownfields Assessment

III.B. Threshold Criteria for Assessment Grants

III.B.1. Applicant Eligibility

The City of Elizabethton, Tennessee is an eligible entity as a General Purpose Unit of Local Government as defined under 2 CFR 200.64.

III.B.2. Community Involvement

The City of Elizabethton understands the need for collaborative community effort in the brownfields assessment process. A Community Involvement Plan will be developed to ensure area residents and other stakeholders are informed of the assessment planning process and involved in key decisions. The city will form a brownfields sub-committee comprised of key stakeholders who will be the primary conduit for community outreach activities. Such activities include continuing to build site inventory, assisting with site prioritization, reaching out to property owners and developers, communicating project updates, and soliciting input from their represented community/organization. Meetings will be held at least quarterly to allow the sub-committee to work closely with community stakeholders and meet the following community involvement goals:

- Assist the public in understanding the decision-making process during project design and the community's role in that process;
- Give the public accessible, accurate, timely, and understandable information about the project as it moves forward;
- Ensure adequate time and opportunity for the community to provide informed and meaningful participation and for that input to be considered;
- Reflect community concerns, questions, and informational needs; and
- Respect and fully consider public input throughout the process as the project moves forward.

III.B.3. Expenditure of Assessment Grant Funds

The City of Elizabethton, Tennessee does not have an active EPA Brownfields Assessment Grant

Application for Federal Assistance SF-424

* 1. Type of Submission:

- ☐ Preapplication
☒ Application
☐ Changed/Corrected Application

* 2. Type of Application:

- ☒ New
☐ Continuation
☐ Revision

* If Revision, select appropriate letter(s):

* Other (Specify):

* 3. Date Received:

01/29/2019

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

TN - Tennessee

8. APPLICANT INFORMATION:

* a. Legal Name:

City of Elizabethton

* b. Employer/Taxpayer Identification Number (EIN/TIN):

62-6000283

* c. Organizational DUNS:

0487559460000

d. Address:

* Street1:

136 S. Sycamore St

Street2:

* City:

Elizabethton

County/Parish:

Carter

* State:

TN: Tennessee

Province:

* Country:

USA: UNITED STATES

* Zip / Postal Code:

37643-3328

e. Organizational Unit:

Department Name:

Division Name:

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Mr.

* First Name:

Jon

Middle Name:

* Last Name:

Hartman

Suffix:

Title:

Director of Planning and Economic Development

Organizational Affiliation:

City of Elizabethton

* Telephone Number:

423-542-1503

Fax Number:

* Email:

jhartman@cityofelizabethton.org

Application for Federal Assistance SF-424

* 9. Type of Applicant 1: Select Applicant Type:

C: City or Township Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

* Other (specify):

* 10. Name of Federal Agency:

Environmental Protection Agency

11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-18-06

* Title:

FY19 GUIDELINES FOR BROWNFIELDS ASSESSMENT GRANTS

13. Competition Identification Number:

Title:

14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

* 15. Descriptive Title of Applicant's Project:

City of Elizabethton Brownfields Assessment

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

Application for Federal Assistance SF-424**16. Congressional Districts Of:*** a. Applicant * b. Program/Project

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

17. Proposed Project:* a. Start Date: * b. End Date: **18. Estimated Funding (\$):**

* a. Federal	<input type="text" value="300,000.00"/>
* b. Applicant	<input type="text" value="0.00"/>
* c. State	<input type="text" value="0.00"/>
* d. Local	<input type="text" value="0.00"/>
* e. Other	<input type="text" value="0.00"/>
* f. Program Income	<input type="text" value="0.00"/>
* g. TOTAL	<input type="text" value="300,000.00"/>

*** 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☒ c. Program is not covered by E.O. 12372.

*** 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

21. *By signing this application, I certify (1) to the statements contained in the list of certifications and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances** and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ ** I AGREE

** The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

Authorized Representative:

Prefix: * First Name:

Middle Name:

* Last Name:

Suffix:

* Title: * Telephone Number: Fax Number: * Email: * Signature of Authorized Representative: * Date Signed: